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TO USMISSION NATO

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TAGS: MCAP, NATO

SUBJECT: KEY ELEMENTS OF DRAFT MINISTERIAL GUIDANCE

REF: (A) STATE 168334; (B) STATE 179599; (C) STATE 187347;
(D) USNATO 4636

1. TEXT OF PREFERRED US LANGUAGE FOR THE REPORT ON
DRAFT MINISTERIAL GUIDANCE TO BE TAKEN UP BY DPC MINISTERS
IN DECEMBER IS UNDER REVISION HERE, WITH TARGET DATE
FOR DISPATCH TO MISSION NO LATER THAN SEPTEMBER 6.

2. AS INDICATED EARLIER (REF A), US VERSION WILL CENTER
ON A LONG-RANGE DEFENSE CONCEPT FOR NATO UPON WHICH
SUBSTANTIAL AGREEMENT WOULD BE SOUGHT AT THE DPC
MINISTERIAL MEETING IN DECEMBER.

3. CURRENT DRAFT TEXT ALSO EXPANDS THE COVERAGE OF THE
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TRADITIONAL GUIDANCE TO INCLUDE MAJOR DEFENSE SUPPORTING

PROGRAMS AND WOULD SHIFT THE EMPHASIS OF NATO DEFENSE PLANNING TOWARD ACTIONS WHICH WOULD PERMIT NATIONAL FORCES TO WORK TOGETHER BETTER IN NATO DEFENSE, WITH THE SEARCH FOR INCREASED COST-EFFECTIVENESS CARRIED OUT MAINLY AT THE INTERNATIONAL LEVEL. BOTH OF THESE MAJOR CHANGES ARE INTENDED TO SUPPORT IMPLEMENTATION OF THE CONCEPT FOR A COHERENT AND CREDIBLE NATO DEFENSE IN THE LONG TERM.

4. MISSION SHOULD EMPHASIZE DEPTH OF US INTEREST IN MAKING MINISTERIAL GUIDANCE MORE USEFUL IN SUSTAINING, COORDINATING AND IMPROVING NATO'S DEFENSE EFFORTS IN THE LONG TERM, TAKING ACCOUNT OF CURRENT AND FORESEEABLE REALITIES, WITH GUIDANCE EXPRESSED IN A FORM AND CONTENT SUPPORTING BOTH THE UTILITY AND ACCEPTABILITY OF THE CONTINUING NATO DEFENSE EFFORT.

5. US PREFERRED TEXT IS BEING DEVELOPED IN RESPONSE TO THE FOLLOWING PRINCIPLES, WHICH IN OUR VIEW ARE KEY ELEMENTS AND REPRESENT MINIMUM LEVEL NEGOTIATING GOALS.

A. THE CONCEPT SHOULD BE CONSISTENT WITH THE NATO STRATEGY OF FLEXIBLE RESPONSE (MC 14/3). EMPHASIS SHOULD BE PLACED ON PROVIDING A COHERENT, COORDINATED, CONVENTIONAL DEFENSE UNDER THE NUCLEAR SHIELD.

B. THE CONCEPT SHOULD NOT CONTEMPLATE REDUCTIONS IN THE NATO FORCE STRUCTURE (EXCEPT IN THE CONTEXT OF MBFR). IT SHOULD BE FORMULATED WITHIN THE FRAMEWORK OF APPROXIMATELY THE CURRENT FORCE LEVELS, INCLUDING RESERVE FORCES, WITH RESTRUCTURING AS APPROPRIATE.

C. THE DEFENSE CONCEPT WOULD BE DEVELOPED IN CONSIDERATION OF BOTH THE STRENGTHS AND WEAKNESSES OF THE WARSAW PACT FORCES, WITH PARTICULAR ATTENTION TO THEIR DEPLOYMENT PATTERN, DOCTRINE, TRAINING AND READINESS.

D. RATIONALIZATION AND SPECIALIZATION OF FORCE CAPABILITIES SHOULD BE EMPHASIZED, AS SHOULD STANDARDIZA-
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TION AND INTEROPERABILITY OF EQUIPMENT AND SYSTEMS. IN ADDITION, THE CAPABILITIES PROVIDED BY MODERN TECHNOLOGY (SUCH AS LASER WEAPON SYSTEMS, SENSORS, ETC.) SHOULD BE FULLY CONSIDERED.

E. THE CONCEPT SHOULD TAKE ACCOUNT OF ALL FORCES OF NATO COUNTRIES OF THE REGION, BOTH THOSE FORCES ASSIGNED AND EARMARKED TO NATO, AND THOSE NATIONAL FORCES CAPABLE

OF BEING INTRODUCED DURING A CRISIS (E.G., UK FORCES IN THE UK, FRG TERRITORIAL ARMY, FRENCH FORCES).

F. PLANS FOR THE MOBILITY AND FLEXIBILITY OF BOTH EUROPEAN-BASED FORCES AND REINFORCEMENT FORCES SHOULD BE OPTIMIZED FOR RAPID COMMITMENT TO MEET AN ATTACK WHEREVER IT MAY OCCUR.

FYI: WE WOULD FIND IT ACCEPTABLE IF PRIMARY ATTENTION IN

THIS EFFORT WERE FOCUSED AT LEAST INITIALLY ON THE CENTRAL REGION. END FYI.

G. EXISTING LOGISTIC SYSTEMS WILL BE FULLY EXAMINED, WITH A VIEW TOWARD ENHANCING THEIR ABILITY TO PROVIDE LOGISTIC SUPPORT CONSISTENT WITH THE FLEXIBLE USE OF COMBAT FORCES.

H. BOTH THE FORM AND THE CONTENT OF THE CONCEPT MUST SUPPORT THE CONTINUING UTILITY AND ACCEPTABILITY OF NATO DEFENSE.

6. OUR PREFERRED TEXT UNDER REVIEW IS AIMED AT SATISFYING THESE PRINCIPLES. THE MAJOR POINTS EMERGING ARE:

A. A PERCEIVED BALANCE WITH THE FORCES OF THE WARSAW PACT IS WITHIN REACH AND CAN BE SUSTAINED WITH REASONABLE RESOURCE SUPPORT (BOTH MONEY AND MANPOWER) FROM NATO NATIONS THROUGH THE LONG-RANGE TIME FRAME.

B. THE CONVENTIONAL FORCES OF THE ALLIANCE SHOULD NOW BE SEEN AS THE MAIN DETERRENT TO CONVENTIONAL ATTACK.
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NATO COMBATANT UNITS SHOULD BE GIVEN THE HIGHEST PRIORITY IN THE ALLOCATION OF AVAILABLE PEACETIME MANPOWER.

C. RIGOROUS PRIORITIES SHOULD BE APPLIED IN IMPROVING NATO CONVENTIONAL FORCES ALONG "BASIC ISSUES" FORCE IMPROVEMENT LINES, WITH APPROPRIATE CONSIDERATION OF THE REGIONAL SITUATIONS.

D. OPERATIONAL PLANNING SHOULD TAKE INTO ACCOUNT ALL AVAILABLE FORCES AND PROVIDE FOR FLEXIBILITY IN THEIR USE.

E. NATIONS MUST BE PREPARED TO TAKE STEPS TO INCREASE THEIR DEFENSIVE READINESS AS INDICATIONS OF INCREASING PREPARATIONS BY THE WARSAW PACT ARE RECEIVED,

IN ORDER TO INCREASE THE NATO DETERRENT DURING A TIME OF RISING TENSION. NATIONS MUST BE PREPARED AS WELL TO MAKE FULL USE OF WARNING TIME TO COMPLETE THEIR DEFENSIVE PREPARATIONS.

F. IN KEEPING WITH THE BASIC PRINCIPLE OF NOW SEEKING GREATER COST-EFFECTIVENESS AT THE INTERNATIONAL LEVEL, IN ADDITION TO CONTINUING EFFORTS AT THE NATIONAL LEVEL, A MAJOR REPORT ON RATIONALIZATION SHOULD BE MADE AVAILABLE TO MINISTERS IN 1975.

G. COMMON NATO SUPPORTING PROGRAMS MUST BE KEPT IN BALANCE WITH NATO FORCE CAPABILITIES; SOME PROGRAMS WILL NEED TO BE EXPANDED. A MECHANISM FOR MONITORING AND GUIDING THE MAINTENANCE AND MODIFICATION OF BOTH FORCES AND SUPPORTING PROGRAMS IS NEEDED. REGIONAL CONSIDERATIONS SHOULD BE TAKEN INTO ACCOUNT AS APPROPRIATE.

H. THERE IS A CONTINUING NEED TO REFINE AND IMPROVE INTELLIGENCE ESTIMATES OF WARSAW PACT MOBILIZATION AND MOVEMENT CAPABILITIES, AS A KEY ELEMENT IN THE APPRAISAL OF OVERALL WARSAW PACT CAPABILITIES.

7. WE HOPE FOR FULL DISCUSSION OF THE US PREFERRED TEXT IN THE DRC AND WOULD WELCOME COMMENTS AND CHANGES
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FOR IMPROVEMENTS OF THE TEXT, DURING DRC DELIBERATIONS.

8. OUR OBJECTIVE FOR DECEMBER REMAINS THAT OF FULL AND FRANK DISCUSSION BY MINISTERS OF KEY ELEMENTS OF DRAFT GUIDANCE. WE SEE US PREFERRED TEXT AS USEFUL VEHICLE FOR SUPPORT OF THIS OBJECTIVE.

9. IN SHORT, WE BELIEVE THAT MINISTERS SHOULD CHOOSE BETWEEN (A) BUSINESS AS USUAL, IN THE FORM OF CHANGING A WORD HERE AND THERE IN THE 1973 GUIDANCE AND REISSUING IT AS 1975 GUIDANCE, LEAVING THE PLANNING SUBSTANCE AND PROCEDURES UNTOUCHED, OR (B) SERIOUS WORK IN CONSTRUCTING A LONG-RANGE DEFENSE CONCEPT FOR NATO AND AN ADEQUATE MECHANISM FOR PUTTING IT INTO EFFECT, WITH GUIDANCE FOR 1977-1982 INCORPORATING THE CONCEPT AND PROVIDING FOR FIRST STEPS IN ITS IMPLEMENTATION. WE THINK THAT THE CHOICE OF THE SECOND ALTERNATIVE SHOULD NOT BE CLOSED OUT BELOW MINISTERIAL LEVEL. WE DO NOT INSIST ON US LANGUAGE; WE DO INSIST ON CONSIDERATION OF THE PRINCIPLES OUTLINE ABOVE (PARAS 5 AND 6) AND OF THEIR APPLICATION.

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